

Date: March 19, 2015  
Time: 6:30 p.m.  
Place: Willard City Hall, 80 W 50 S, Willard, UT 84340  
Attendance: Mayor Kenneth Braegger, Council members Robert Beebe, Del Fredde, and Josh Braegger, Recorder Teri Fellenz, City Planner Bryce Wheelwright

Excused: Council members Michelle Mund, Mike Crossley

Others: (see attached for others)

The Willard City Council will hold a Work Session at the Willard City Hall, 80 West 50 South on March 19, 2015, beginning at 2:00 p.m. The Work Session will be with representatives of various State of Utah agencies and representatives of Buckskin Land and Livestock to discuss the possibility of an Interstate 15 entrance/exit ramp and Front Runner Station at 600 South.

Mayor Braegger called the meeting to order and requested each attendee to state their name and what organization they are representing. A list of the attendees is attached.

Mayor Braegger then turned the meeting over to Ryan Tingey. Ryan introduced himself as a former Mayor and Council member of Willard City and a former Box Elder County Commissioner. He stated he has organized the meeting to look at some of the things being proposed. He passed out a set of drawings titled Deer Run Preserve. He stated Doug Young and his son own the property and they have a proposal they would like those present to take a look at. He stated the meeting was to gather information to see how they can help make the plan happen for Willard City. Ryan stated Willard City still has to decide if they like the plan, but he wanted to start talking about it. He stated he asked Representative Lee Perry to attend as he can help with some possible legislation for the next session to help fund the projects that are being proposed.

Ryan explained Willard City currently has their Transit Oriented District as 750 North on the Master Plan with the idea the proposed Front Runner Station be located there in the future. He stated in working with Brigham City and Perry there has been some conversation about the location north either at 1100 South or Brigham City's original location by the high school. He said the 750 North location crunches the mileage for the Front Runner. He stated they like to keep it in the 5-7 mile range and stated they are moving it 1.1 miles which would make the 1100 South location more desirable for Perry. Brigham City will come on board because of the new Utah State University location at 1100 South.

Ryan then said he brought the proposal to James Morgan of the Willard Bay State Parks and he indicated they are looking for another entrance to the North Marina. Ryan stated 750 North becomes quite congested especially during peak times. He said we know the Willard Bay has the highest day use of all the parks in the state and it is great for Willard because we love the sales tax from Flying J. He said if we can all be partners and work to see we can help that park entrance be developed. Ryan then referred to the plan showing an entrance and exit ramp on Interstate 15 and the location of the North Marina at Willard Bay. He said they are just looking at

options and looking at methods and ideas they may have and asked the attendees to get with their people, talk about it and they would like to get back together at another time.

Ryan then asked Representative Lee Perry to talk about the Rest Area in Perry how that would solve some of the problems for him. Representative Perry, who is also with the Highway Patrol, stated he is sitting at the back of the room because they currently have a semi rolled over just prior to exit 362, the 1100 South off ramp blocking the right-hand emergency lane. He explained with only two lanes until the highway project next year adding a third lane, some don't play nice and move over and now there is a secondary crash. The Port of Entry has traffic coming on to the highway both north and south bound and every time you have an opening on the freeway you increase the chance for a crash. He stated when you go from the Port of Entry over the next structure then you come to the Rest Area and you have the same problem with the possibility of secondary crashes. Rep. Perry stated from the Highway Patrol perspective it is always a challenge and there is always a fair amount of criminal activity that occurs in the Perry Rest Area. He stated it is nice to have a place where people can pull of and take a break, but it is a balance they have spoken to UDOT and are concerned about the level of criminal activity that occurs there versus the benefit they get out of it. He stated UDOT has done Public/Private partnerships with rest areas throughout the State. He said the best example is the Flying J in Springville and one at Scipio. He said they are going to the Public/Private partnerships and other states are doing it all over the place. He went on to say ideally if they were to go down this road, he would probably go back to UDOT and say it would make sense if they put in the ramp and put a business in there to do the Public/Private partnership and close down the rest area so they can facilitate not having more crashes. That would be something they would want to discuss at that time.

Ryan then said the benefits of putting an off ramp at this location at 600 South, he said we are looking at the ways it can help all the entities here in the State. He said it helps Willard with our business district being in this area more so than 750. No wetlands, the ground is not near as wet here. He said we have quite a bit of wetlands here around the Flying J area. We would also like to see it be an off ramp with a bridge over the railroad tracks for emergency services when they respond. He stated there is the turn on I-15 to the south they have more crashes and if there is a train at 750. He said they have to go to 1100 South to access the freeway or go to Smith and Edwards, so this would help public safety to get onto the interstate seems to make sense to us. A representative from UDOT stated that would be one of their comments. They would be creating a weaving action at that corner and would make it even worse. A comment was also made that it is the highest crash area in Box Elder County. The UDOT representative also mentioned that the interchange spacing with be tight with SR 315 (750 N) creating the potential for crashes and they prefer they be further apart and those are UDOT concerns. Ryan said they are definitely concerns and that is why they are here today to address the concern, what some of the challenges are and if this is the road they want to go down. He stated he appreciates their comments.

Ryan then asked about Front Runner and who the representatives from UTA are. Ryan asked how the Pleasant View station is working. A representative from UTA stated they would like to have them off their system. Ryan asked what the challenges are. The UTA representative stated they own the station in Pleasant View, but not the tracks. He explained it is a shared agreement with Union Pacific and explained the difficulties with schedule and expense for the 8 passengers that use the station. He staying they are going through the Federal mandate of positive train

control creates a challenge and it is almost not doable. He also explained it is part of a Federal Grant and they are required to keep it open. Ryan asked about the possibility of purchasing an easement for a separate track for Front Runner. The UTA representative stated in Weber and cities along there trying to coordinate for rights-of-way, but there are some developers that have built right up to it. He stated with the ridership there is no incentive to spend the kind of money to acquire those right-of-ways. Ryan said they would have the same thing from 600 South to Brigham City. The UTA representative stated they are just looking at ridership and additional stops are in the long range plans. Mitch Zundel, Box Elder County Economic Director, asked if the ridership numbers include those that board the line in Ogden from the Pleasant View are due to schedules. The UTA representatives stated they will look to see if they have numbers. They also stated there has also been a request to put in a station at the BDO.

Doug Young, owner of the property, stated they need ridership is really what the TRAX line needs and spoke about he is doing a project with TRAX lines in West Jordan by Day Break where they are running a line there. They have gone in and put in housing and specialty office things like that as a product. He said you need to create the type of housing that eliminates the small ridership. A UTA representative said the zoning around that TRAX station is transit oriented and allowances have been made in the setbacks and some of the density is 25-30 units per acre. With Front Runner they look at the potential. They look at areas like Farmington, Layton, and they are getting ready to break ground at TOD in Clearfield. He explained how they look at ridership on opening day, and in 10-20-30 years. They look at the communities and what they are doing as far as their planning to help with those transit oriented developments. They are looking at a certain number of people per acre and not 1 house on 5 acre lots. Ryan said Willard does have a Transit Oriented District Ordinance stating the density can be greater. Ryan said that is the kind of information they need and said maybe the Mayor or one of the Council members might want to talk about Willard's vision of how they see the area and why we would want to move it from 750 North.

Council member Beebe stated 750 North is a nightmare. There is Flying J, the marina entrance, and a set of tracks there. There is no traffic control and it has all the makings for a really bad area. There is a high water table. There is a TOD there because at some point a Front Runner Station was to be put in, so it has already been zoned for a TOD. He said they wouldn't be opposed to putting it back. It would probably lessen the impact on the intersection.

A UTA representative stated looking at the long range when they put Front Runner in they knew they were going to put in a stop in Ogden and extended it up to Pleasant View. Then they say our ultimate goal would be to get it to Brigham City. They look at where they want stations and distance and that's probably where the 750 North location came from. Another representative in charge of the real estate aspect asked what they envision for density. Are they prepared for 20-story high rise buildings or a Thanksgiving Point develop up around you. That is what they can expect by the nature of the pressure 30 years down the road when this infrastructure comes in. Their hardest mile is that last mile riders have to travel. From their perspective it is what the public wants, where they want to invest, where they want that density. They aren't having success with Pleasant View because there is nothing around it. There are some things like the condos coming in soon maybe some high rise buildings. He asked is that 100 years from now or 30 years from now. When do they envision that kind of density that would justify a station?

Another UTA representative stated with Daybreak it is a TRAX station and there is Mixed-Use development and explained there are townhomes, single family dwellings and the residents can walk to transit. He said it makes sense to cluster density around a station. He also explained what they look at transit and the importance of the first and last mile of their trips, getting them from the station to their destination.

Ryan said they need to let the City speak on how they would like to see the area developed. He pointed out the area is currently zoned for 10,000 sq. ft. lots. He stated we are anticipating the density would go up the closer they get to the TOD. He also said the State Park is a huge attraction as far as ridership. They could ride up and walk into the Bay. It is another area that could separate the walking traffic from the motorized traffic and we have the subdivision to the east of Highway 89 and it leads right down 600 South to the freeway. He welcomed the Council members to speak at any time. He said he doesn't know what the vision of the density on the mountain is, never the less, it is building and will generate velocity. Ryan said the purpose is if the City would like to see the TOD be changed from 750 to 600 South, and asked if that is even a possibility. He said there is no reason for the City to rezone the area as a TOD if it is not going to happen. Ryan stated one nice thing is they do have a right-of-way corridor preserved through the county and into the City to this location so they will not be taking down buildings or structures so that corridor exists.

Mayor Braegger stated from the City's standpoint the concern is they need to know all the players are on board with the on-off ramp, the TRAX station, and the State Parks wants to join in. He stated they do not want to approve a TOD with high density development and then never have access to interstate. They are not opposed to moving the TOD and said where it currently is has a lot of wetlands and they do not feel it is the best area and feel this is a better location, but there is not interstate access. He stated from Willard's standpoint they do not want to do anything with the TOD until UDOT is on board with the idea of an on-ramp off-ramp at 600 South and TRAX is on board.

A representative from UDOT stated it is beyond UDOT it is FHWA. Federal Highways will need to give approval to add an interchange to the system. Council member Braegger asked if there were any plans to do anything with the curve, stating it is the worst in the County as far as accidents. The response he did not think so and the curve does meet all the design requirements. A discussion was held about similar areas and Representative Perry stated there is nothing wrong with the design it is how people drive.

Ryan stated he did not feel they needed to spend a lot more time and he and Doug can answer any questions they may have. Ryan said he would like them to take a look at it and see if it is even possible, consider the fact that this is where it will go. The City will then make their determination if they will move their TOD. He stated he was sure they could get more into the details of the density if this is even a possibility. He stated there are probably a lot of details they don't need to discuss.

Council member Beebe stated this area is a blank slate and is wide open. A question was asked if Walmart is going in. Doug Young answered they have done a Walmart in Riverton and again they are doing that large project out in Daybreak. Doug said this is in line with what they like. They like the freeway locations. He said he has done one with them and they haven't approached

them yet because they don't know what they have here. He said in South Jordan when they brought TRAX out there was literally nothing in the west end of the valley years ago, pure fields. What they do and what he has heard is you want TRAX you have to create the density and demand, otherwise why run a TRAX line if it's going to be half acre lots. If there is no density then there is no use in going past Plain View there. Depends on what they want in their community. He said that is what Daybreak did. They went in and they said OK we're going to put in some density here so you have ridership so everyone can walk within ¼ mile. Off ramps come. There is one at 106<sup>th</sup> and one at 114<sup>th</sup>. They are so close together it is unbelievable and why? It's density. Doug said you can't put this on these guys and say is there any chance of getting this. He thinks the answer to that question is does the City want to put the density there that will create the need to have an off ramp, to have a TRAX line. That is the question.

The UTA representative explained Doug is talking about a TRAX line which is a light rail system at Daybreak and this is Front Runner which doubles the numbers and amount of density. Council member Braegger asked what UTA's plans are for going to Brigham City. The UTA representative said a lot depends on what they decide. He explained they don't exist without a tax base. You can have a developer come in and put in the infrastructure, but that does not mean they can maintain and operate it. Is 8 people an hour enough to tax the people to operate they system. The decision comes down to a good plan and why they spend so many years on their plan and what do the communities really want. What they would like to see around their Front Runner systems is not 10,000 sq. ft. lots with homes. They want at least 100 homes on an acre. They want to see a high rise building 8 stories high with a 1,000 units per acre. They know that's what is going to drive people onto the train. He stated the second component of his comment is when do they envision this happening? He said you have developers anxious to go with the hope Front Runner will come through, but if everyone's plan is single family homes, where there is still going to be 2 cars at every house. You are not going to get a Front Runner station soon.

A discussion was held on the sales tax options and the third ¼% and having the County exercise the option. HB362 passed at the end of the last session allows for an increase in the 2016 general election year. Ryan added what is important to stay focused on for the City is we have talked about a TOD here in Willard ever since it was developed or thought of. He said if we look at 750 with the wetlands, everything that is out there, this is much more realistic on the density and having the infrastructure that needs to be there. We still have a State Park Entrance and we can work with them. If everything exists and we have that density then the City can decide where they want their TOD. Ryan said he would say the City wants a TOD.

UTA stated they have not gone into in-depth planning. They have planned approximately where they would like to see them go. So for them to look at 600 S versus 750 N they want to work with the community and have the County involved. They have to look at the whole picture and what Brigham City wants because if everyone thinks they are going to get a Front Runner station at each one of these developments it is not going to work. They need to look at the whole picture and the spacing, the County plans as well as the City plans. Another UTA representative stated as a point of reference and it doesn't feed into a transit project. He stated he worked in Sandy for a number of years and they did a project called Corey Bend below the amphitheater. He said Boyer was involved as well as Garbett Homes and Cowboy partners. The anchor tenants were Walmart and Lowes. Out front Boyer did a strip mall and behind there was an apartment community that Cowboy did and Garbett came in and did their town homes. He stated that was a

good density. He referred to the plan and stated they have shown station and the Walmart which is good and then the 10,000 sq. ft. lots and then referred to an area where there could be 25-30 units per acre. He stated he can't say whether this is a good place or the other. They have to look at the whole area and all the communities involved up to Brigham City and decide how it is going to lay out. He said it is just an idea. He said the plan looks like they want to do single family detached. Doug Young said he does them all. He stated in Daybreak he has done the High School, Junior High and 2600 units in 2000 acres. He stated he is kind of in competition with Daybreak.

UTA stated on of the things they need to keep in mind is that the experience TRAX is different than Front Runner where they need speeds of up to 70 mph. TRAX is slower and a different beast. He stated the push in this area should be with increasing the bus routes first. He said it is good to plan and you are looking at about 30 years out and you want to put it in a place that is not going to mess up your community. They are there to help on several levels and commuter rail is certainly a part of that. UTA also indicated wetlands do not bother them. They will design around that. If they want to build somewhere else then that's where it needs to be. They stated the South Jordan station will explode. They will see 10 story buildings and Lehi and described what is coming into the area. They also discussed the extension of TRAX from Draper to Orem and have identified 20 stops in the corridor. They also explained Front Runner takes people to destinations and places of employment. They need to look at what businesses are willing to come in. Are they willing to do high rise buildings to bring people in where they can eliminate that car and be within that 1 mile?

Vic from UDOT had an experience with Walmart when he was on a City Council and spacing is an issue there also. He stated you have a Walmart in Harrisville and in Perry. He asked where are they going to sight one with those two so close together. They need to think about that and it may be harder to get one than they think. UTA stated they did not think Walmart fits into their Front Runner Station. He stated there is free parking, but people are not going to hop on Front Runner in Pleasant View and come to Walmart. He said that concept needs to be different. The Walmart needs to be pushed back and high rise buildings need to be put in around the station. From a real estate perspective the area is tight. They said they wish the LDS Church would put all of their office buildings next to Front Runner. They would like to see 100 story buildings where people could get off and walk to them.

Ryan then stated they would just like them to look at it and the meeting was to get the information and comments. He said he thought the Front Runner was in their 30-50 year plan. He addressed UDOT and stated they are interested in whether the on-off ramp at 600 S would work. UDOT stated it is at the worst possible location. It is too close to Willard Bay and they are restricted by the tracks on the east side. Another said FHWA, Federal Highways, would want that interchange equally spaced between Smith and Edwards and the Willard Bay interchange. He said it could maybe move one way or the other a little but felt it would be a battle to put it where they want it to be. He stated he can't speak for Federal Highways and has not been through the Interchange Justification process.

UTA also added they need a 1000 ft. straight area for their station, it cannot be on a curve. Additional discussion was held on the projects south of Salt Lake City. James Morgan of Willard Bay State Park stated the 600 South off ramp would be better access for them and stated the

traffic backs up every weekend during the summer on 750 North. Discussion was also held on events the State Park is not able to accommodate because of the access.

Ryan said he appreciated the comments and answers to questions. Council member Fredde brought up developments proposed in South Willard and there may be a more desirable location at 7800 South for an exit location. Ryan stated South Willard has the potential to be the largest in Box Elder County. He stated South Willard is working on an annexation petition. He thanked everyone for coming

***The meeting adjourned at 2:59 p.m.***

Minutes were read individually and approved on April 7, 2015